

# **INTERNATIONAL FISHERIES COMMISSIONS**

## Proposed Appropriation Language

### INTERNATIONAL FISHERIES COMMISSIONS

For necessary expenses for international fisheries commissions, not otherwise provided for, as authorized by law, [~~\$32,800,000~~]*\$31,445,000*: *Provided*, That the United States share of such expenses may be advanced to the respective commissions pursuant to 31 U.S.C. 3324.

# INTERNATIONAL FISHERIES COMMISSIONS

## *Resource Summary*

(\$ in thousands)

Appropriations	FY 2012 Actual	FY 2013 CR <sup>(1)</sup>	FY 2014 Request	Increase/Decrease From FY2012
Positions - Enduring	0	0	0	0
Enduring Funds	36,300	36,522	31,445	(4,855)

(1) The FY 2013 CR is based on the annualized continuing resolution calculation for FY 2013 (P.L. 112-175).

### *Program Description*

The International Fisheries Commissions support the Department's strategic goals of securing a sustainable global environment and ensuring economic prosperity and security, as well as the food security goal of the U.S. Global Development Strategy. These bodies facilitate international cooperation by conducting or coordinating scientific studies of living marine resources and their habitats and establishing common measures to be implemented by member governments. Many also oversee the allocation of member nations' fishing rights. Through them, the United States advocates for science-based conservation and management measures to regulate the global fishing industry and works to level the playing field to promote growth and job-creation for U.S. fishers. Most were established by treaties and agreements negotiated by the United States and ratified by the President, with the advice and consent of the Senate. One way the Department measures performance is by tracking the number of key annual milestones achieved towards strengthening governance structures to improve the performance of the fisheries commissions.

Through this ongoing work, formerly depleted areas are yielding sustainable catches for U.S. fishers, and key endangered populations are recovering. For example, fisheries restrictions adopted through the International Commission for the Conservation of Atlantic Tunas enabled depleted North Atlantic swordfish populations to rebuild to a fully sustainable level two years faster than targeted. The oldest of these, the International Pacific Halibut Commission, has facilitated unprecedented cooperation between the United States and Canada to successfully rebuild the shared halibut stock from a dangerously low level 25 years ago. Additionally, through the International Dolphin Conservation Program associated with the Inter-American Tropical Tuna Commission (IATTC), dolphin mortality in the eastern Pacific tuna fishery has plummeted from approximately 100,000 animals in 1989 to less than 2,000 in recent years, well below target levels.

Three of the commissions are bilateral United States-Canada bodies established by treaties governing shared resources. The Great Lakes Fishery Commission (GLFC) plays a critical role in managing the \$4 billion Great Lakes fisheries, including work to suppress invasive parasitic sea lamprey. The Pacific Salmon Commission (PSC) conducts activities necessary to manage, rebuild, and share the salmon resource in the Pacific Northwest, British Columbia, and Southeast Alaska. Through the PSC, the two nations have put an end to divisive disputes over interceptions by one country of salmon originating in the other country. The International Pacific Halibut Commission (IPHC) is one of the most successful fisheries management commissions in the world, managing a resource important to commercial harvests and extensive guided and recreational fishing in coastal communities from northern California to the Aleutian Islands.

Nations cooperate through each of the seven multilateral commissions to establish fishing rules, combat illegal fishing, minimize impacts on other marine species, and oversee a program of scientific research. The Inter-American Tropical Tuna Commission (IATTC), the Western and Central Pacific Fisheries

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Commission and the International Commission for the Conservation of Atlantic Tunas each work to ensure the long-term sustainable management of tuna and tuna-like species. Through the International Dolphin Conservation Program, the IATTC is also the only international organization dedicated to reducing dolphin mortality in tuna purse-seine fisheries. The North Atlantic Salmon Conservation Organization (NASCO) and the North Pacific Anadromous Fish Commission are charged with conservation of salmon and related fish. Through its membership in the Commission for the Conservation of Antarctic Marine Living Resources, the United States pursues goals to ensure continuation of the Commission's pioneering ecosystem approach to management, strong science agenda, and innovative tools to combat illegal, unreported, and unregulated fishing. U.S. efforts within the Northwest Atlantic Fisheries Organization have protected vulnerable marine ecosystems and ended destructive fishing practices.

The Atlantic-focused International Council for the Exploration of the Seas and its Pacific counterpart, the North Pacific Marine Science Organization, advance U.S. goals of strengthening ecosystem considerations in marine resource management and ensuring that science informs environmental policy. The International Whaling Commission has implemented the moratorium on commercial whaling, analyzed unilateral whaling activities in other countries, and established whale sanctuaries in the Southern and Indian Oceans. The Antarctic Treaty Secretariat oversees scientific and environmental cooperation to address problems involving the marine environment, special area protection and management, and the sea and ice interface in Antarctica. The Arctic Council oversees environmental protection and sustainable development in the Arctic including in the marine environment. Finally, international shark and sea turtle conservation programs provide unique fora for nations to cooperate to promote the conservation of sharks and the recovery of endangered sea turtle populations and their habitats throughout their migratory ranges.

### *Performance*

To sustain or rebuild shared fisheries stocks, and to mitigate impacts on the marine environment and associated species, Regional Fisheries Management Organizations (RFMOs) need governance mechanisms that provide for regular reviews of their performance, and must implement recommendations for improvement resulting from these reviews that are complied with by all RFMO members. The Department works to improve governance mechanisms in RFMOs, as improved governance mechanisms are a necessary foundation for effective science-based conservation and management of fisheries stocks by RFMOs.

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<b>Strategic Goal 3: Expand and sustain the ranks of prosperous, stable and democratic states by promoting effective, accountable, democratic governance; respect for human rights; sustainable, broad-based economic growth; and well-being</b>					
<b>Strategic Priority</b>	Environment/Climate Change				
<b>Active Performance Indicator</b>	NEW APP INDICATOR: Improve governance in regional fisheries management organizations to provide for long-term implementable and enforceable science-based conservation and management regimes for fisheries stocks, as measured by the achievement of key annual milestones towards strengthening governance structures.				
<b>PRIOR YEAR RATINGS TREND</b>					
<b>FY 2007</b>	<b>FY 2008</b>	<b>FY 2009</b>	<b>FY 2010</b>	<b>FY 2011</b>	<b>FY 2012</b>
N/A	◀▶ On Target	◀▶ On Target	◀▶ On Target	◀▶ On Target	◀▶ On Target
<b>TARGETS AND RESULTS</b>					
FY 2014 Target	<p><b>Implementation:</b> At least two RFMOs implement processes to improve the rigor and transparency of their scientific stock assessment methodologies; follow-up review of the RFMO that completed an assessment in FY 2012 demonstrates measureable improvements in implementation of scientifically sound management measures and compliance by all member States. <b>Compliance:</b> two or more RFMOs implement or strengthen monitoring mechanisms to assess compliance with science-based management measures to sustain or rebuild shared stocks and/or to mitigate impacts on the marine environment and associated species; the joint tuna RFMO process leads to measurable improvement in harmonization of measures such as port State measures, Illegal Unreported and Unregulated (IUU) Vessel Lists, and market-related measures.</p>				
FY 2013 Target	<p><b>Implementation:</b> Two or more RFMOs adopt and implement science-based management measures to sustain or rebuild shared stocks and/or to mitigate impacts on the marine environment and associated species, such as sharks and sea turtles; follow-up review of RFMOs that completed assessments in FY 2011 demonstrates measureable improvements in implementation of scientifically sound management measures and compliance by all member States. <b>Compliance:</b> Strengthened cooperation among RFMOs results in measurable improvements in compliance with conservation and management measures and enhanced effectiveness of available tools to combat IUU fishing, such as port State measures, IUU Vessel Lists, and market-related measures.</p>				
FY 2012 Target	<p><b>Implementation:</b> RFMOs that completed reviews adopt new management measures to maintain or rebuild stocks to sustainable levels that are aligned with scientific recommendations; new actions adopted in RFMOs to implement improvements in coordination to increase compliance by all member States and combat IUU fishing. <b>Compliance:</b> economic support funds through the U.S. Tuna Treaty strengthen developing South Pacific State capacity to effectively participate in the Western and Central Pacific Fisheries Commission and implement and enforce science-based measures to maintain or rebuild stocks to sustainable levels; the United States initiates action within one more RFMO to strengthen cooperation among such Organizations, improve compliance with conservation and management measures by all member States, and combat IUU fishing.</p>				

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<p>FY 2012 Rating and Result</p>	<p><b>Rating: On Target</b>  The Pacific Salmon Commission, International Pacific Halibut Commission, &amp; the North Atlantic Salmon Conservation Organization completed reviews. The International Commission for the Conservation of Atlantic Tunas adopted new bigeye and yellowfin tuna management measures. New actions were adopted by the Inter-American Tropical Tuna Commission to implement improvements in oversight, to increase compliance by all member States, and combat IUU fishing. Strengthened South Pacific states' capacity to effectively participate in the Western and Central Pacific Fisheries Commission &amp; implement and enforce science-based measures to maintain or rebuild stocks to sustainable levels. Action initiated with the North Pacific Anadromous Fisheries Commission and the new North Pacific Fisheries Commission to strengthen cooperation among the organizations.</p>
<p>Impact</p>	<p>Improved governance in regional fisheries management organizations to provide for long-term implementable and enforceable science-based conservation and management regimes for fish stocks.</p>
<p>FY 2011 Rating and Result</p>	<p><b>Rating: On Target</b>  The Western and Central Pacific Fisheries Commission (WCPFC) and NAFO completed performance reviews, and the Great Lakes Fishery Commission conducted a bi-national assessment of Commission activities. NASCO closed the West Greenland commercial fishery in response to scientific advice; the Inter-American Tropical Tuna Commission (IATTC) adopted science-based multi-year conservation and management measures for the tuna stocks under its purview. The WCPFC successfully tested its compliance monitoring scheme and the members identified by ICCAT for lack of compliance fell by 30%. The United States hosted the third joint coordination meeting of the world's five tuna RFMOs. The NPAFC and the pending North Pacific Fisheries Commission, and the WCPFC and IATTC advanced cooperation regarding their respective overlapping Convention Areas.</p>
<p>FY 2010 Rating and Result</p>	<p><b>Rating: On Target</b>  The North Pacific Anadromous Fish Commission (NPAFC) completed its review and established a process to implement the relevant recommendations in FY2010, including improvements in its administrative, research, and law enforcement programs. The International Commission for the Conservation of Atlantic Tunas (ICCAT) continued to implement a rigorous compliance review as called for in its 2008 review and saw measurable improvements in the alignment of its catch rules to scientific advice.</p>
<p>FY 2009 Rating and Result</p>	<p><b>Rating: On Target</b>  A rigorous external performance review was initiated in the North Pacific Anadromous Fisheries Commission (NPAFC) and was completed in late FY 2010. The International Commission for the Conservation of Atlantic Tunas (ICCAT), after examining the recommendations from its performance review, adopted conservation and management measures consistent with the options presented by its scientific body to maintain or rebuild stocks to sustainable levels. The Commission for the Conservation of Antarctic Marine Living Resources (CCAMLR) endorsed its Scientific Committee's recommendation and established a high seas marine protected area (MPA) closed to fishing in order to maintain or rebuild stocks to sustainable levels and protect habitats, and adopted a resolution to promote "best available science" in its decision-making and practices.</p>
<p>FY 2008 Rating and Result</p>	<p><b>Rating: On Target</b>  Rigorous external performance reviews were completed for the International Commission for the Conservation of Atlantic Tunas (ICCAT) and the Commission for the Conservation of Antarctic Marine Living Resources (CCAMLR). The Northwest Atlantic Fisheries Organization (NAFO), after agreeing to apply a broader mandate resulting from amendments to its establishing treaty, adopted ecosystem-based measures to manage vulnerable deep-sea areas and established a process to implement stronger management for vulnerable shark species.</p>

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FY 2007 Rating and Result	<p><b>Rating: N/A</b></p> <p>The Department led a process at the June 2007 Informal Consultation of States Parties to the UN Fish Stocks Agreement to develop a set of criteria for measuring the effectiveness of regional fisheries management organizations (RFMOs). There was agreement that these criteria will form the basis for upcoming performance reviews of each of the RFMOs that manage tuna fisheries, and may be used by other RFMOs as well. U.S. leadership helped finalize comprehensive amendments to modernize the treaty that establishes the Northwest Atlantic Fisheries Organization (NAFO). NAFO will now initiate a comprehensive, independent performance review to identify ways to strengthen its conservation and management measures and improve member State compliance with and implementation of agreed rules.</p>
<b>VERIFICATION AND VALIDATION</b>	
Methodology	<p>This performance indicator uses reports of United Nations General Assembly and Regional Fisheries Management Organizations decisions to track improvements in governance mechanisms in three categories: 1) performance reviews and their criteria; 2) the degree to which these reviews are implemented; and 3) how binding any implementation mechanisms are on RFMO members (that is, to what degree RFMO members comply).</p>
Data Source and Quality	<p>The Department will track data directly and from reports of United Nations General Assembly and Regional Fisheries Management Organizations decisions. Some governance improvements in RFMOs are multi-year processes. Also, assessing the degree of compliance with RFMO decisions by members can require multi-year observations of RFMO member activity.</p>

### *Justification of Request*

The FY 2014 Request covers the United States' anticipated, treaty-mandated assessments and other expenses related to the commissions. Funds are required to maintain good standing, and in some cases voting privileges, in each of the commissions and organizations to advance the interests of the United States and important constituent groups. The commercial and recreational fisheries managed by these organizations generate between \$12 to \$15 billion in annual income and thousands of jobs to the United States. The commercial and recreational fisheries of the Great Lakes alone provide \$4 billion annually to the states bordering the Great Lakes, and revenue from U.S. fisheries for Pacific tunas are estimated at more than \$350 million each year.

In addition to treaty-based assessments and program costs, the International Fisheries Commissions account also includes funding to support the participation of non-government U.S. commissioners. The U.S. commissioners to the various fisheries commissions are appointed by the President and are responsible to the Secretary of State in carrying out their duties. They receive transportation expenses and per diem while engaged in the commissions' work.

**IATTC:** The request will enable the IATTC to conserve and manage tuna and other stocks of the eastern Pacific Ocean and the impacts of the fishery on the broader marine ecosystem. IATTC will also continue to administer the International Dolphin Conservation Program to reduce and, to the extent possible, eliminate dolphin mortality in the fishery.

**GLFC:** FY 2014 activities will include sea lamprey control to reach target levels that protect the valuable fisheries in all of the Great Lakes. Parasitic, invasive sea lamprey feed primarily on trout, salmon, walleye, sturgeon, and whitefish; the foundation of Canada and the United States' shared Great Lakes

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fisheries. The proposed funding provides for baseline research and assessment programs to determine the sources and distribution of sea lamprey and the success of treatment options.

**PSC:** In addition to the U.S. share of joint PSC expenses, Department funding provides for compensation to non-governmental U.S. commissioners, panel members, and alternates while conducting PSC duties and for travel and expenses of U.S. participants as per the Pacific Salmon Treaty Act.

**IPHC:** The request would allow the IPHC to continue vital research on and management of Pacific halibut, a resource that contributes \$700 million per year in fisheries activity to the U.S. economy. Base funding for the IPHC provides for annual stock assessment and recommendation on catch limits for Canada and the United States.

**Other Marine Conservation Organizations:** For almost all of these programs, U.S. payments reflect the treaty-mandated share of each organization's agreed operating budget and the requests reflect inflationary and exchange rate adjustments. Requested increases for several commissions and activities reflect additional factors.

In May 2011, the foreign ministers of the eight Arctic Council members, including the Secretary of State, decided to establish a small standing secretariat to improve the operations of this high-level intergovernmental forum. The request represents the first full U.S. annual contribution. The request also supports the functioning of the Antarctic Treaty Secretariat and provides for shared funding of consultative meetings, including translation and interpretation costs.

In addition to finalizing mechanisms to share technologies to reduce sea turtle interactions with fishing gear and assist developing countries to sustainably manage traditional sea turtle utilization, the Inter-American Convention for Sea Turtles will work to establish a permanent Secretariat in FY 2014.

### *Funds by Program Activity*

(\$ in thousands)

	FY 2012 Actual	FY 2013 CR <sup>(1)</sup>	FY 2014 Request	Increase/ Decrease From FY 2012
<b>Inter-American Tropical Tuna Commission (IATTC)</b>	1,898	2,116	1,822	(76)
<b>Great Lakes Fishery Commission (GLFC)</b>	23,709	22,270	19,174	(4,535)
<b>International Pacific Halibut Commission (IPHC)</b>	4,500	5,066	4,350	(150)
<b>Pacific Salmon Commission (PSC)</b>	3,250	3,563	3,050	(200)
<b>Other Marine Conservation Organizations</b>	2,943	3,507	3,049	106
Arctic Council	0	139	125	125
Antarctic Treaty Secretariat (ATS)	61	89	70	9
Commission for the Conservation of Atlantic Marine Living Resources (CCAMLR)	117	161	138	21
Expenses of the U.S. Commissioners	167	173	140	(27)
Int'l Commission for the Conservation of Atlanta Tunas (ICCAT)	325	356	265	(60)
Int'l Council for the Exploration of the Sea (ICES)	235	262	230	(5)
International Sea Turtle Conservation Programs	173	223	200	27
International Shark Conservation Program	100	111	100	0

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	FY 2012 Actual	FY 2013 CR <sup>(1)</sup>	FY 2014 Request	Increase/ Decrease From FY 2012
International Whaling Commission (IWC)	190	210	180	(10)
North Atlantic Salmon Conservation Org. (NASCO)	55	80	72	17
North Pacific Anadromous Fish Commission (NPAFC)	187	212	190	3
North Pacific Marine Science Organization (PICES)	118	144	129	11
Northwest Atlantic Fisheries Organization (NAFO)	298	328	295	(3)
Western & Central Pacific Fisheries Commission (WCPFC)	917	1,019	915	(2)
<b>Total</b>	<b>36,300</b>	<b>36,522</b>	<b>31,445</b>	<b>(4,855)</b>

(1) The FY 2013 CR is based on the annualized continuing resolution calculation for FY 2013 (P.L. 112-175).

### *Funds by Object Class*

(\$ in thousands)

International Fisheries Commissions (IFC)	FY 2012 Actual	FY 2013 CR	FY 2014 Request	Increase/Decrease From FY2012
4100 Grants, Subsidies & Contributions	36,300	36,522	31,445	(4,855)
<b>Total</b>	<b>36,300</b>	<b>36,522</b>	<b>31,445</b>	<b>(4,855)</b>

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